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OFFICE OF  
PERSONNEL AND BUSINESS ADMINISTRATION

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# *The* ADMINISTRATIVE BULLETIN



A PUBLICATION DEVOTED TO THE BUSINESS  
AND PERSONNEL ACTIVITIES OF THE  
U.S. DEPARTMENT OF AGRICULTURE



## THE ADMINISTRATIVE BULLETIN

Issued by the Office of Personnel and Business Administration, of the United States Department of Agriculture, in cooperation with the Department's Bureaus and Offices and distributed solely to employees of the Department.

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THE ADMINISTRATIVE BULLETIN,  
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## BENEFITS DERIVED FROM OFFICIAL TRAVEL

By  
F. H. Spencer, Business Manager,  
Bureau of Entomology.

In an organization the size of the Department of Agriculture, whose activities are scattered all over the United States, from Alaska to Florida, it becomes a source of wonderment to the casual observer as to how all branches of such an organization can be coordinated. This organization may be compared to a huge spider web, whose center is in Washington and whose strands stretch to the field stations all over the country. The administrative and professional men of the Department in their official visits to these field stations form the strands which bind the web together. These contacts of the field men serve a double purpose--they keep the supervisor of the isolated field station in personal touch with the Central Office, and give the men from the central office the opportunity to see how the field men are handling their work, and to collect ideas from them which may be used to advantage in other field stations or in the Washington office.

The visitor from headquarters is able to be of real service to the field man who is honestly doing his best to thread his way through what he regards as a wilderness of red tape. Many field men are miles away from Washington in viewpoint as well as actual distance. To them the regulations of the Department, the Civil Service Commission, the General Accounting Office and other administrative agencies are often almost incomprehensible--not because they are out of sympathy with efforts to promote good business practice, but because they do not know the conditions

Cooperation of  
Field Men Obtained  
Through Personal  
Contact

which prompt the drafting of many of these regulations, which they frankly regard as a hindrance rather than a help to proper administration. Once a man understands the purpose of a regulation, he will, more than likely, cheerfully fall in line with its requirements, even though they may result in a distinct inconvenience to him. An hour of explanation and interpretation on the part of a Washington representative will bear more fruit than a voluminous file of correspondence, suspended vouchers, and mention of the dire results attending the violation of regulations.

In addition to correcting misunderstandings and possible infractions of regulations, the executive officer can often suggest new and improved ways of carrying on office operations. The average field station head is not and does not pretend to be an expert on business matters. He is much more likely to ask advice than to resent it. Very few visits fail to implant some new idea helpful to the field station. Not infrequently such an idea flowers into a really notable increase in efficiency or saving in expense. And if the Washington man is not unduly impressed by a sense of his own sufficiency, he will often take away with him some detail which can be used effectively at other stations or in Washington.



At this point it may be well to consider what points should be covered in an administrative inspection of a station. There can be no stock answer to this question. Probably no two inspections can be made along exactly the same lines. But in every case some attention should be given to such matters as the type of work being done, the general appearance and adequacy of the station quarters and equipment, the apparent attitude and competence of the staff, the condition of property and the records concerning it, the use and protection of motor equipment, general methods of purchasing and accounting, the proper certification of vouchers, the employment of labor, and the methods used in maintaining files and other general records. This is not intended to be an exhaustive list, but simply a suggestive one. Countless questions will present themselves. Is the station's working space laid out to the best advantage? Are

Points to  
be Covered  
by Inspection

the rooms well-kept or in confusion? Is there anything to identify the buildings and the station automobiles as Government property? Are the cars protected against theft and weather, and safeguarded against unofficial use? What about records of their operating costs? How is gasoline purchased or issued? What about purchasing in general? Is there a definite system whereby some responsible person places all orders, or is each member of the staff free to buy what he wants in any way he prefers? Do the accounting records reveal at all times the condition of the funds allotted to the station? Are all vouchers carefully checked? Is there any advance certification of pay rolls? What about the time records? Are the files reliable? The property records? How are supplies issued from stock? Is the force generally interested in its work, or just going through the motions? The mere mention of these questions suggests as many more. Needless to say, the desired information is best developed not by a question and answer process, but by observation and general discussion.

By the time an administrative officer and a field station head have spent a day or two together, each has acquired considerable knowledge of the other's work and problems. All this promotes better understanding. The next time the field man receives a ruling not to his liking, he'll be much less likely to tear his hair and cry aloud, "Hasn't Jones anything to do but sit around and think up ways of interfering with my work?" Instead he'll probably reason, "Well, I don't quite see the logic of this, but Jones seemed like a pretty reasonable fellow and if he says it's necessary, I guess it is." And on his part, Jones will not waste time and a frank in commenting caustically on Smith's habit of paying his laborers in cash, when he knows from personal observation that Smith's station is located at a point where only transient labor is obtainable, and the man who doesn't pay cash doesn't get help. Multiply the number of instances of this kind by the number of field stations in the average Bureau, and the answer is an improved morale, which, coupled with the tangible advantages of an occasional inspection trip, has a dollars and cents value far above the cost of the travel.

Personal  
Contacts  
Promote  
Efficiency

---PBA---

Man owes his growth, his energy, chiefly to that striving of the will that conflicts with difficulty, which we call effort. Easy, pleasant work does not make robust minds, does not give men a consciousness of their powers, does not train them to endurance, to perseverance, to steady force of will, that force without which all other acquisitions avail nothing.



## THE FOREIGN SERVICE OF THE UNITED STATES

By  
Jessie Dell, Member  
U. S. Civil Service Commission

The representation of our Government abroad with which we are most familiar is the consular and diplomatic service. The consular and diplomatic service is recruited under a special law which is administered by the State Department itself. As an economy, the United States Civil Service Commission conducts the written examinations, and the chief examiner of the Civil Service Commission is a member of the board which gives the oral tests.

The most extensive representation abroad of our government aside from the consular and diplomatic service, is the foreign service of the Bureau of Foreign and Domestic Commerce of the Department of Commerce. It has been aptly described as "the American business man's guide to trade." As you doubtless know, this business representation abroad was one of the pet projects of President Hoover when he was Secretary of Commerce. He greatly extended the service and he enlarged its usefulness tremendously. The agents of the Bureau of Foreign and Domestic Commerce are in constant contact and close cooperation with the State Department representatives.

Facts are the raw stuff of all business. Reliable figures, properly interpreted, are the necessary basis of trade in anything. It is as a gatherer and interpreter - an explainer, if you will - of facts about world business that the American business man is interested in the Bureau of Foreign and Domestic Commerce. The purpose of this Bureau is to aid the business man by gathering information for him concerning economic conditions, both at home and abroad. While this article deals largely with foreign representation, it should be kept in mind that the organization within the limits of the United States is just as extensive and as effective.

Our foreign trade normally is about 10 per cent of our total trade, but business men know that a difference of from 5 to 10 per cent in their total turnover may be vital. A balanced export program is always a balance on the right side. Just now, of course, world economic conditions are in a disturbed state, and our foreign trade is badly upset. But this situation can not be expected to last indefinitely. The President realizes that our own recovery from the depression depends in considerable degree upon recovery abroad, and he is giving close attention to measures which the United States may adopt to improve world conditions.

The commercial attaches and trade commissioners of the Department of Commerce, who are stationed in all the principal capitals and commercial centers of the world, are business men who know about the country in which they are stationed and whose duty it is, through the Washington headquarters, to develop American business and to tell American business men what their opportunities are.

Specially  
Trained Per-  
sonnel Gather  
Material



These trade scouts report to the Bureau at Washington on general economic and commercial conditions in the countries where they are stationed. They supply lists of foreign importers of particular commodities. They make special investigations concerning actual and possible markets for American products. They watch foreign tariffs and taxation legislation. In general, they keep the Bureau at Washington in touch with current economic and financial developments abroad, and furnish up-to-date statistics of production, exports, and imports. The service of the field force of the bureau is supplemented by the activities of the consular officers of the State Department, some 800 in number. These consuls devote a portion of their time to securing information on foreign trade conditions, and their reports are transmitted by the State Department to the Bureau of Foreign and Domestic Commerce for analysis and publication.

To carry on this important informational work, both at home and abroad, the Bureau of Foreign and Domestic Commerce is often in need of the service of young men, and occasionally of young women, who are trained in economics and foreign trade. This service is recruited, so far as is practicable, by appointments to positions of junior commercial agent, at an entrance salary of \$1,800 a year, and associate commercial agent, at an entrance salary of \$2,300 a year. Appointments may also be made to the position of under commercial agent, at an entrance salary of \$1,620 a year, from the register established for the grade of junior commercial agent.

When appointments are made to positions paying \$2,400 a year or more (and such positions, of course, require more in the way of experience than do the lower grades of positions), unless they are made through promotions, the appointments are made through noncompetitive examination and not through the open competition that is required for the junior and associate grades. For the noncompetitive positions paying \$2,400 a year or more, application is made directly to the Bureau of Foreign and Domestic Commerce.

The duties of all of these positions usually include a training period in the Washington office of the bureau, where the appointee is made familiar with the various activities carried on, after which he may be assigned to service in one or another of the district offices of the bureau in the United States or in the foreign service of the bureau.

The examinations for positions of junior and associate commercial agent consist of economics, finance, commercial geography, a thesis on a subject of an economic nature, and questions which have a direct relation to the optional subject chosen by the applicant. The optional subjects are about 25 in number, and they cover the chief commodities and phases of our foreign and domestic trade. Applicants for either grade of position are examined also in one or more foreign languages if they so desire.

Other branches of our Government are represented abroad. For example, a number of bureaus of the Department of Agriculture send men to foreign countries for research and investigation. These, however, are men who are trained in agricultural lines and who have had considerable experience in the department. The United States Public Health Service also at times has members of its staff in foreign countries, but these are medical men. The Immigration Service of the Department of Labor has a small force of technical advisers in foreign countries,



which is made up of men who have shown conspicuous ability in immigration inspection work in the United States.

In connection with our foreign commerce, the Customs Service of the Treasury Department operates. As you know, of course, a considerable part of our revenue is derived from customs based on current tariffs. It is the business of the Customs Service to see that the Federal Government receives its just duty on imported goods. A part of its organization is made up of what are called Treasury representatives in the Customs Foreign Service. The duties of these officials are to conduct investigations abroad to prevent and detect loss to and frauds on the customs revenue. This involves ascertaining the foreign market value, the export value, or the cost of production of exported merchandise; obtaining, verifying, and submitting price lists of standard merchandise regularly imported by the United States; and reporting any facts coming to the representative's notice which will aid in the prevention of dumping or smuggling. These investigations usually require examinations of the books and records of the manufacturer or exporter, and this calls for the exercise of tact and diplomacy. These officers also advise shippers and others as to the customs and invoice requirements, classification, and rates of duty on goods entering the United States.

Cooperative  
Work With  
Treasury  
Department

The Civil Service Commission holds examinations from time to time for positions of Treasury representatives in the Customs Foreign Service. The entrance salary for this position is \$3,200 a year. For service in Europe, applicants must have been graduated from a college or university of recognized standing, and, in addition, must have had at least three years of progressive experience in some undertaking which gives a broad view of trade development and intimate knowledge of business practices. Additional credit in the examination is given for training in law, accounting, or business administration, and also for service abroad. Postgraduate study in law, accounting, economics, or business administration may be substituted for one year of the experience I have mentioned. Ability to speak either German, French, or Italian fluently, grammatically, and idiomatically is essential to eligibility for this position in Europe.

Background  
Necessary  
For Treasury  
Representa-  
tives

For service in China or Japan, the basic requirements are about the same, with the addition of at least one year's experience in China or Japan. Additional credit is given for speaking knowledge of either Chinese or Japanese.

A world economy is not a theory; it is a fact which has been forcibly brought to our attention by the present world-wide depression. The work of the agents of the various branches of the Federal Government serving abroad keeps the American Government and the business interests of America informed of world conditions. No Federal employees have more important duties. Selections for appointments in any branch of the foreign service are made with the utmost care, and the United States Civil Service Commission contributes largely in the selection for those positions which are filled through examinations under the civil service law.

----PBA----

As far as the individual is concerned, the chief competition in business is between himself and his job.

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# ADVANCES OF FUNDS FOR TRAVEL AND OTHER EXPENSES

By  
A. Zappone, Chief  
Division of Accounts and Disbursements

Advances of public funds to defray official travel expenses and, when specifically authorized, other official expenses, have been made to the personnel of the Department of Agriculture since 1921, under special legislation applying only to this Department. Recognizing the unfairness of requiring Government employees generally to expend their personal funds for subsistence expenses while traveling on official business, with the prospect of waiting a month or longer before being reimbursed from public moneys, the Congress in 1926 enacted legislation to relieve this situation for the entire Government service. The special Act previously in force only as to the Department of Agriculture was not repealed by the new provisions of general law but modified to the extent that it remained applicable only to official expenses other than subsistence. As the requirements regarding advances are to be found not only in the departmental regulations but also in a Treasury Department circular and General Accounting Office regulations, it may be useful to summarize them herein.

Under the provisions of the Subsistence Expense Act of 1926 (44 Stat., 688) advances of funds, authorized by the Secretary of Agriculture or by the heads of the various bureaus and other administrative establishments of the Department, may be made by designated disbursing officers to employees of the Department for subsistence expenses to be incurred in connection with travel on official business. When the exigencies of the service require it advances of funds to meet other official expenses may be likewise authorized and made under the provisions of the Act of June 3, 1902 (32 Stat., 303) which is applicable only to the Department of Agriculture. In determining the amount to be advanced under either Act, within the fixed limitations subsequently referred to herein, both the administrative and disbursing officers are governed by the necessities of the particular case, taking into consideration the character and probable duration of the field activities to be performed.

When the expenses to be incurred are entirely subsistence expenses incident to travel, as defined and authorized in the Standardized Government Travel Regulations, advances of funds on security of accumulated retirement deductions in lieu of a surety bond are permitted by Treasury Circular No. 369 (revision of February 1, 1929). Applications therefor are made on Standard Form No. 1038-a. However, if the expenses are not of the nature specified in the above mentioned circular or include non-subsistence expenses, or if the amount of an applicant's accumulated retirement deductions is less than the amount applied for, the requirement of a surety bond as security for the advance is mandatory. Applications for advances under bond are made on Standard Form No. 1038. Both forms are obtainable from the accounting offices of the various bureaus in Washington or from official stations in the field.

The bond is required to be executed on Standard Form No. 19 and the minimum amount thereof is \$1,000. A premium of \$5.00 per annum on such a bond, payable



Form and  
Amount of  
Bond

from the personal funds of the applicant for the advance, is the uniform minimum charge made by surety companies holding certificates of authority from the Secretary of the Treasury under the Acts of Congress of August 13, 1894, and March 23, 1910, as acceptable sureties on Federal bonds. No advance can be made in excess of the amount of the bond. When an advance of over \$1,000 is necessary, a correspondingly greater bond must be furnished and such bonds are required to be in multiples of \$1,000. After execution the bond is sent to the Solicitor of the Department or one of his designated field assistants, to determine its legal sufficiency, and then to the chief of bureau, regional forester, or district engineer for administrative approval. The application, supported by proper letter of authorization, together with the bond is then delivered to the disbursing officer by whom the advance is to be made.

Amount of  
Advance

The maximum amount that may be advanced under each Act (including any outstanding balance of a previous advance or advances) is \$2,000 or a total under both acts of \$4,000. The minimum advance that may be made is \$50.00; under both combined, \$100. Applications for advances of funds to cover trips the estimated expenses of which are less than \$50.00, cannot be accepted. All applications for advances under either Act up to \$1,000 or under both Acts up to \$2,000, may be approved by a chief of bureau, regional forester or district engineer. Authorization for advances exceeding these amounts should bear the additional approval of the Director of Personnel and Business Administration. Applications for advances under the subsistence expense act or for combined advances must be accompanied by proper letters of authorization which, in accordance with Paragraph #3 of General Regulations #59, Supplement #1, of the General Accounting Office, must indicate the approximate dates on which such travel is to begin and terminate. Disbursing officers are not permitted to make advances until on or shortly before the date on which the travel actually begins. Advances to employees having headquarters in Washington, D. C., are restricted to the specific trip for which they are made and on the termination thereof the employee is required to submit his expense account and refund, to the disbursing officer who made the advance, any balance remaining due the United States. A field employee whose official activities require him to remain in practically continuous travel status may retain his advance for the duration of such status.

An employee to whom an advance has been made renders his expense account on the regular reimbursement voucher, Standard Form No. 1012. Paragraph #4 of General Regulations #59 of the General Accounting Office requires that expense accounts shall be rendered promptly after the end of each trip, except that for travel extending over one month expense accounts shall be rendered after the close of each month. It is required that there be attached to each voucher submitted under the advance of funds, a Standard Form (pink) No. 1039, properly filled in and signed by the employee.

Submission of  
Accounts Under  
Advance of Funds

No employee is permitted to apply for nor to receive an advance from one disbursing officer while retaining any part of an advance from another, nor is any employee permitted to submit an expense account for credit or payment to another than the disbursing officer who made the advance. Needless to say, the employee is also required to refund any unused balance to the disbursing officer from whom he obtained the advance.

Advances from  
Two or More  
Issuing Officers



## ADMINISTRATIVE FORMS ARE EXPENSIVE

By  
M. S. Eisenhower,  
Director of Information

Printed administrative forms, letterheads, crop reporting forms, and the like cost the Department approximately \$215,000 a year. The binding of books and pamphlets for the library and for various offices costs from \$25,000 to \$35,000 a year. Letterheads alone cost nearly \$10,000.

Compare those costs to other items paid for from the Department's printing fund. The twenty-five million popular publications printed and distributed annually cost about \$200,000, or less than the amount paid for administrative forms. All publications, new knowledge developed by scientific and economic research--Technical Bulletins, Circulars, Journal of Agricultural Research, etc.--cost less than half as much as administrative forms.

The Department faces the necessity of reducing its expenditures for printing and binding. On first thought, one is likely to say that all this administrative job work represents a fixed charge; that the reductions will have to be made in the other items. At the same time, it may be that the Department will be compelled to reduce expenditures for this class of work, too.

It would be very helpful if business managers and other administrative officials would study ways and means of making substantial cuts. The Office of Information will welcome suggestions. This office has no preconceived notion as to how the result may be accomplished. But we do feel it is better to make plans now for a business-like reduction of say ten or fifteen, or even twenty per cent, rather than to await the time when hasty and ill-advised action would have to be taken.

-----FBA-----

Walter Dill Scott, in his book "Influencing Men In Business", says that those people in business or professional life who have been most successful have understood the principles of psychology, even though they may never have formulated them definitely, and in his revised edition of the book the author has, in the light of more recent psychological studies, attempted to explain these principles simply for the business man who is studying to make his arguments and his suggestions more coercive.

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A valuable contribution to the psychology of business is found in "Increasing Human Efficiency in Business, by Walter Dill Scott. It points out that in comparison to the efficiency developed in machinery, the human efficiency developed during the same period appears insignificant; that men who know how to get the maximum result out of machines are common but the power to get the maximum result out of themselves or subordinates is a much rarer possession. The book covers a wide range of study on the increasing of this human efficiency, and while it is not a recent book, the revised edition sheds an interesting light on this subject.

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## WHAT IS THE DATE OF YOUR BIRTH

By  
P. L. Gladmon, Chief  
Division of Appointments

It is hoped that no one reading the heading of this article will feel that the inquiry is based on idle curiosity or that someone will assume the role of an oracle and read your horoscope. The date of birth, for permanent civil service employees, is one of the most essential items of record and the one more than any other with which the Division of Appointments has had difficulty in making proper adjustments. The establishment of the correct date of birth is absolutely necessary in connection with the application of the various provisions of the Retirement Act. Shortly after the passage of the original Retirement Act in 1920, the Division of Appointments checked the individual records of all employees in the Department. Numerous discrepancies as to age were discovered and at that time employees were required to submit an affidavit as to their correct date of birth. This procedure was later discarded, because it was not acceptable to the Civil Service Commission because such affidavits did not agree with sworn statements already on file with the Commission.

The exact date of birth, which is at present acceptable to all interested government agencies, may be established as follows:

(1) By certified or photostat copy of the public records, or the record of a bureau of vital statistics, showing date of birth.

(2) By certified or other copy of baptismal, confirmation, or other church record; or by copy of family record taken before a notary public or other officer who should certify over his seal whether the record shows interlineation or signs of alteration tending to discredit it, and whether from its appearance he believes it to be reliable; or a photostat copy may be furnished.

(3) By statement from a practicing physician, certifying that he attended the birth and on what date it occurred.

(4) A sworn statement should be submitted, if it is impossible to prove date of birth, giving reasons why it cannot be done and showing in detail just what efforts have been made.

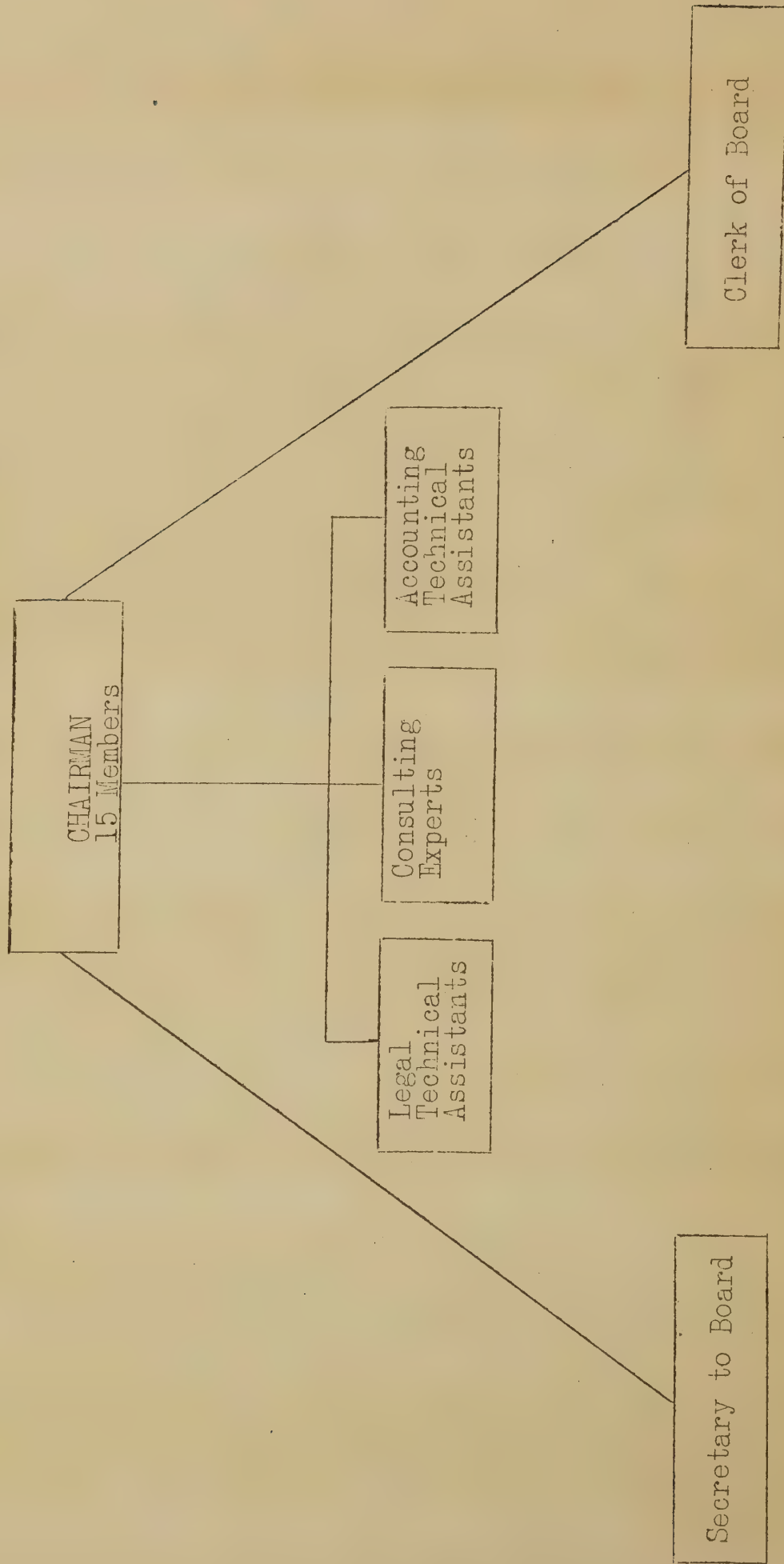
(5) Effort should also be made to secure age or birth record from the United States Census Bureau. Request for such information should be addressed to the Director of the Census, Washington, D. C. In making this request certain definite information as to place of residence, etc., must be furnished.

(6) Where it is shown that an unsuccessful effort has been made to establish date of birth in one of the foregoing ways, other evidence, such as marriage certificate, life insurance policies, school records, or other documents bearing on age or date of birth may be submitted for consideration. School records may often be obtained from the present principal of the school attended during childhood or youth.

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UNITED STATES BOARD OF TAX APPEALS





## FUNCTIONS OF THE U. S. BOARD OF TAX APPEALS

By  
Robert C. Tracy,  
Secretary.

The Board of Tax Appeals was created by the Act of June 2, 1924, and is under the immediate direction of the President. The act provided that the Board and its divisions should hear and determine appeals filed under Sections 274, 279, 308, and 312. Under the provisions of that act the President might appoint such number of members, not more than 28, as he might determine to be necessary to serve for a period of two years after the enactment of the act. Seventeen members were appointed from time to time, which membership was later reduced to 15 by resignations.

The revenue act of February 26, 1926, continued the Board, and under its provisions the membership is confined to 16, who are appointed by the President. The terms of office of these Members expire 12 years after the expiration of the terms for which their predecessors were appointed. On June 8, 1926, the full membership of 16 was appointed.

The Board functions in the manner of a court. The statute provides that its proceedings shall be conducted in accordance with the rules of evidence applicable in courts of equity in the District of Columbia. Its hearings are open to the public and its reports are public records, open to the inspection of the public. The statute authorizes, and the Board's rules prescribe, a fee of \$10.00 for the filing of any petition after the enactment of the act of 1926. The decisions of the Board are reviewable by the United States Circuit courts of appeals on a petition for review. Such decisions may be reviewed (a) in the case of an individual, by the circuit court of appeals for the circuit whereof he is an inhabitant, or if not an inhabitant of any circuit, then by the Court of Appeals of the District of Columbia; (b) in the case of a person other than an individual, by the circuit court of appeals for the circuit in which is located the office of the collector of internal revenue to whom such person made the return, or in case such person made no return, then by the Court of Appeals of the District of Columbia; (c) in the case of a corporation which had no principal place of business or principal office or agency in the United States, then by the Court of Appeals of the District of Columbia; (d) in the case of an agreement between the Commissioner of Internal Revenue and the taxpayer, then by the circuit court of appeals for the circuit, or the Court of Appeals of the District of Columbia, as stipulated in such agreement.

The principal office of the Board is at Washington, but provision has been made for hearings at certain points within the United States with a view to securing reasonable opportunity to taxpayers to appear before the Board or any of its divisions with as little inconvenience and expense as is practicable.



Organization  
of Board

The clerical organization of the Board consists of Secretary of the Board, Clerk of the Board, special technical legal and accounting assistants, and the necessary stenographers and typists, etc.

SECRETARY OF BOARD

The Secretary of the Board handles all matters of administration affecting the work of the Board, and directly supervises the work of the Library, Statistics, Enrollment, Disbursing, Digest and Travel Sections.

The minutes of the proceedings of the Board at its meetings are made, and the approved reports of the Board are prepared for submission to the office of the digester for promulgation.

The Office of the Secretary cooperates with the Clerk of the Board in planning systems for taking care of the Board's technical work, including matters of procedure and preparation of forms.

The activities of the traveling unit which conducts cases to be heard outside of Washington are directed and supervised by this office, including the selections of cities where hearings are considered necessary and the preparation of notices of such hearings.

All matters of personnel, the preparation of statistics and annual estimates of appropriations to be submitted to the Bureau of the Budget, are handled by this office.

OFFICE OF CLERK

This office fulfills and performs all the duties appertaining to the office of a clerk of a U. S. District Court. It receives and docketts all pleadings; serves copies of petitions, answers, motions, demurrers and all other processes on the adverse party, and obtains certificates of service of such processes; prepares and keeps the general calendars for trial, transfers all cases at issue and ready for trial to the day trial calendar; issues notices pursuant to law and the rules of the Board advising parties of the day their cases stand for trial, argument or hearing on motion; records the minutes of all hearings before divisions of the Board; supervises the routing of all decisions, opinions, orders, or decrees, etc., done by the divisions; enters in the dockets and serves notice of all orders of continuance, adjustments, amendments or revision of pleadings or orders of the Board; registers all notices sent by mail; certifies copies of all decisions, orders, decrees, etc., of the Board, and forwards same by registered mail to the parties.

This office also prepares and/or compares all records on appeal from the Board to the Circuit Courts of Appeal and the Court of Appeals of the District of Columbia; collects the fees for the service therefor; arranges and submits for approval all appeal bonds on appeals to the Circuit Courts of Appeals; enters all mandates, orders or decrees of the Circuit Courts of Appeal, Court of Appeals of the District of Columbia, and for the Supreme Court of the United States on appeal heard, and if cases are remanded for retrial or reargument, lists for retrial or rehearing and notifying parties thereof, and thereafter



follows through the case above outlined on hearings de novo; collects and accounts to the disbursing officer for all filing and hearing fees prescribed by statute; organizes, installs and supervises necessary statistical records and data for reports required by law or by the Board's rules of the work, the income and output of the Board in its activities relative to cases; has charge of and supervises the files of cases and keeps records of same.

In general, practitioners and taxpayers are advised through this office as to matters relative to the Board's procedure and practice.

----PBA----

#### RECENT COMPTROLLER'S DECISIONS

The ever-growing volume of decisions on the vexed question of when a belated low bid may be considered, when not, received a recent increment in A-41879 of April 27, to Agriculture. This was a case where a complete telegraphic bid -- night letter -- was received in advance of the opening time, confirmed, but after the time limit had expired, by a regular bid forwarded by air mail. The standard Government instructions to bidders, however, provide that telegraphic bids can not be accepted unless specifically authorized. They had not been so authorized in this instance. Moreover the mailed bid had not been posted in time to reach the Department before the hour and date fixed for the opening. Under these circumstances, the Comptroller General decides, the telegraphic bid is null and void; equally so the mailed confirmation, which should in fact have been returned unopened to the sender. In any event, the bid may not be considered. Whether, with knowledge that a lower bid is obtainable, the Department should reject all bids and readvertise its needs is a matter within its discretion, the Comptroller adds. The determination should turn upon the greater or less urgency of the needs, and the question whether the cost of readvertising would absorb the price balance in favor of the presumptive low bidder.

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When employees of the Department of Justice, some few months ago, ceased signing slip receipts for the mid-month salary payments and instead affixed their signatures to a payroll, they were probably unaware that the change had any practical significance. There was a difference, however; and this came to light in connection with the appeal of certain employees whose classification had been raised a grade with consequent increase in compensation, and who believed, on the strength of a decision of the Comptroller General (10 Comp. Gen., 284) that the receipt by the Department of notice of this reallocation on the 17th of the month, coupled with the fact that the employees had been performing the duties of their new grades for several months preceding, entitled them to the increased rate from the beginning of the month in which the notice reached the Department. Not necessarily, is the Comptroller General's reply, A-41804 of April 18. It is true that the increase runs from the beginning of the pay period within which the notice is received in the Department. But since in the Department of Justice two complete semi-monthly payrolls are now the rule the increase in these cases runs only from the 16th.

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# MOTOR TRANSPORTATION ACCIDENTS AND CLAIMS FOR PRIVATE PROPERTY LOST OR DAMAGED

By

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## Motor Trans- portation Accidents

What the Driver must do:

1. At all times carry several copies of Standard Form No. 26--Driver's Report--for the purpose of making his direct report of the accident to his superior officer. Familiarize himself with the contents of Standard Form No. 26.
2. The first requirement when an accident occurs is to secure the names, addresses and statements of witnesses (or the principal witnesses if there are many). It is usually difficult to secure authentic statements from witnesses at a later date.
3. The Driver's Report--on Standard Form No. 26--together with the statements of witnesses, should be immediately presented to the driver's official superior.
4. If it is evident that the Department has a claim as a result of an accident the driver should at once have the damage to the Department property appraised by a Government garage, a qualified Department representative, or a reliable repair firm. If the party responsible for damage to a Government vehicle agrees to pay the cost of repairs or replacements negotiations should be instituted immediately by the driver to effect such a settlement. The appraisal of damage, or settlement effected, should be promptly reported by the driver to his official superior, preferably in writing.

What the Superior Officer must do:

1. Familiarize himself with the Department Regulations relating to property damage, the requirements of Standard Forms 26, 27 and 28.
2. See that each driver carries several copies of Standard Form 26--Driver's Report--with him and is familiar with the duties required of him in case of accident.
3. When Standard Form No. 26--Driver's Report of Accident--is received, Standard Form 27--Official Superior's Report--should be prepared in accordance with the directions on that form. In addition to showing the position of the cars before and after the accident on the diagram on Standard Forms 26 and 27 it is also important to include the width of the road, street or intersection.
4. If the owner of private property damaged in a motor transportation accident clearly due to negligence of a Department employee acting within the scope of his official employment is disposed to make claim he should be furnished with Standard Form 28 and advised that unless claim is presented within one year from the date of the accident it is uncollectable. In this connection care should be exercised to avoid inviting unwarranted claims, by unnecessary correspondence or presentation of a claim form when the employee is plainly not negligent, and thus lead those concerned to believe submission of a claim is compulsory or at least necessary to their defense when liability is in controversy.
5. Checks or drafts should be made payable to the Disbursing Clerk, United States Department of Agriculture, or to the Treasurer of the United States. The proceeds are necessarily deposited to the credit of Miscellaneous Receipts of the Department (Government Property Lost or Destroyed, Symbol 4330).



6. The Superior Officer should insist that all reports be submitted to him and his reports should be made to the Washington office at the earliest possible date.

Personal Injuries:

To employees: Their claims should be handled under the Federal Compensation Act.

To non-employees: While the standard forms provide for reports on personal injuries this information is required only as a matter of record. Under present legislation there is no liability on the part of the Government for personal injuries to a non-employee due to negligent operation of a Government-owned vehicle. However, an employee of the Government is legally liable for negligence in driving a Government vehicle in the course of his official employment.

Private Property Lost or Damaged All claims against the Department for damage to private property are based on the provisions of the Act of December 22, 1922, known as the Small Claims Act. The high points of this Act are:

- a. Heads of Government departments are authorized to determine claims not exceeding \$1,000.
- b. Damage must be shown to be due to negligence of a Government employee.
- c. This Act is limited to property damage and does not cover personal injuries.

A Government truck should not be loaded in such a manner as to obstruct the rear view of the driver. Even when equipped with a rear view mirror, a truck should not be loaded in such a manner as to require the driver to lean out of of the cab to see to the rear. Reports have consistently indicated that an arrangement of mirrors appropriate to a particular type of vehicle has prevented damage by affording an adequate rear and side view to the driver.

Avoid Over-Loading Trucks

When a Government truck is in an illegal position, or without lights to warn approaching traffic of its presence, the driver may, if a death results, be indicted for manslaughter as well as sued in a civil action for damages.

Avoid Parking Illegally

It frequently happens that private parties or insurance companies propose settlements which do not represent payment of damage to Government property in full. Before such settlements may be accepted formal approval must be secured from the Department of Justice through the Secretary's Office. It is necessary, therefore, that checks or drafts in payment of damage to Government property cover payment in full or the proposal be submitted to the Washington office for consideration before a final adjustment is effected.

Compromise Settlements

The right of insurance companies to be subrogated for a policyholder and make claim against the Department for damage to private property by reason of payments made under an insurance policy has been consistently denied by Government Officials.

Subrogation of Insurance Companies



Drafts, checks and forms of insurance companies should not include language purporting to release liability for personal injuries sustained by a Department employee. In claims for compensation under the Federal Employees' Compensation Act, the U. S. Employees' Compensation Commission may recoup from a responsible party for costs of treatment and payments of compensation to an injured employee. It is, therefore, necessary that claims for damage to Department property and those for personal injuries of employees be kept entirely separate.

To emphasize the importance of this requirement, drafts have been presented in recent cases in payment of property damage which included printed matter releasing the insurance company and their policyholders from any liability whatever for personal injuries. In one case the Department employee at the time had pending before the Commission a valid claim against third parties for injuries sustained in the same accident which, if signed by a Department representative, might have been used to hinder recourse by the Commission for reimbursement of expenditures made to and on behalf of the injured employee and prove embarrassing to the Department.

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#### LEADERS PREFERRED

1. The boss drives his men; the leader coaches them.
2. The boss depends upon authority; the leader on good will.
3. The boss inspires fear; the leader inspires enthusiasm.
4. The boss says "I"; the leader says "we."
5. The boss assigns the tasks; the leader sets the pace.
6. The boss says "Get here on time"; the leader gets there ahead of time.
7. The boss fixes the blame for the breakdown; the leader fixes the breakdown.
8. The boss knows how it is done; the leader shows how.
9. The boss makes work a drudgery; the leader makes it a game.
10. The boss says "Go"; the leader says "Let's go."

From "The Ediphone News"

Contributed by A. B. Graham, Ext. Service

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"Human Nature and Management", a new book by Ordway Tead, should prove especially interesting to executives. In applying the principles of psychology to executive leadership the writer sets forth the essentials of psychology; gives helpful suggestions for enabling the individual to improve his mental life; and illustrates in a concrete manner the methods of handling people from a psychologically sound viewpoint.

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## THOUGHTS OF PROMINENT MEN ON THE RELATIONSHIP OF "YOU AND YOUR JOB"

As the golden sunflower always turns its face toward the sun, so man turns his face, his thoughts, his energies, his hopes and his ambition toward his job.

With this thought as the theme of their story, James John Davis, former Secretary of Labor, and John Calvin Wright, Director, Federal Board for Vocational Education, have approached from a unique angle the writing of their book "You and Your Job". Their thoughts are set forth in an informal discussion between the two men on such topics as Why We Work, Choosing Your Job, Training, and concluding with the aspects of Your Job and Your Employer, Your Job and Your Home, and Your Job and Yourself. These men, through their work and experience in connection with the Federal Board for Vocational Education, have discussed these problems for the benefit of those not only in the formulative stage who have yet to map out their career, but to those who are already advanced upon one, and the book is written in such an informal and friendly manner that it is found to be very readable.

The following pertinent quotations of prominent men are found in this book:

"Work you have accomplished is the only real legacy you can leave to the world. It can be a worth-while legacy if you choose to make it so. Find some task into which you can throw your whole heart and soul; and having found it, learn to do that task as thoroughly and efficiently as possible. Opportunities for great things come surely to one who is reliable, efficient and eager. But let your purpose be the doing of the job, not any reward or fame to be reaped therefrom; for the final measure of a man is not what he has gained, but what he has done."

DAVID LLOYD GEORGE

"Work is not a curse, it is the prerogative of intelligence, the only means to manhood and the measure of civilization - the growth of a sentiment which despises work is an appeal from civilization to barbarism."

CALVIN COOLIDGE

"The job is the most important fact in the life of a man or woman. Work is as necessary to mental and spiritual development as it is to supply income for meeting the needs of life. To be able to do one's work with skill and satisfaction makes work interesting and stimulating."

WILLIAM GREEN, President  
American Federation of Labor

"The average man must earn his own livelihood. He should be trained to do so, and he should be trained to feel that he occupies a contemptible position if he does not do so."

THEODORE ROOSEVELT



